

Integrated Public Order Unit Concept of Operations

“Freedom Convoy” 2022

February 16, 2022

Durham Police Service
Ottawa Fire Services
Ottawa Police Service
Ontario Provincial Police
Peel Regional Police
Royal Canadian Mounted Police
Sudbury Police Service
Sûreté du Québec
Toronto Police Service
Waterloo Regional Police Service
Windsor Police Service
York Police Service

Table of Contents

I.	Overview of the Operation	3
II.	Integrated Public Order Units	3
	POU Rules of Engagement – Decision Matrix	4
	Command and Control.....	4
III.	Authorities.....	4
IV.	Situation	6
	Summary - Freedom Convoy Demonstration	6
	Area of Operations.....	6
V.	Mission.....	7
VI.	Execution.....	7
	Concept of Operations.....	7
	Long Range Acoustic Device (LRAD).....	8
	Vehicle Approaches	8
	Medical, Fire, Chemical Biological Radiological Nuclear Explosive (CBRNE) Plan	10
VII.	Administration and Communications	11

I. Overview of the Operation

1. This plan is a tactical operations plan for the integrated Public Order Units (POU) responding to the entrenched “Freedom Convoy” in place in Ottawa.
2. The goal of the plan is to restore law and order and the flow of traffic in areas affected by the convoy blockades in the City of Ottawa using the authorities granted to peace officers in the province of Ontario.
3. There are 10 blockades of concern in Ottawa which will be systematically cleared by POU teams in conjunction with various other policing partners.
4. This POU tactical plan will be executed in conjunction with the overarching Master Operational Plan, and associated plans including the Egress Route Traffic Plan, OPS Detention and Investigative Plan, Unified Communication Plan.

II. Integrated Public Order Units

5. This plan was written in conjunction with subject matter experts from:
 - a. Ottawa Fire Services (OFS)
 - b. Ottawa Police Service (OPS)
 - c. Ontario Provincial Police (OPP)
 - d. Parliamentary Protective Service (PPS)
 - e. Peel Regional Police
 - f. Royal Canadian Mounted Police (RCMP)
 - g. Sûreté du Québec (SQ)
 - h. Waterloo Regional Police Service (WRPS)
6. Additional resources from various police services are anticipated to assist in the operation as required.
7. All police officers/peace officers taking part of this operation will adhere to their oaths of office, general policies, and general standard operating protocols of their police services¹. For this operation the provided Rules of Engagement Decision Matrix will supersede individual service’s use of force policies and SOPs.
8. French speaking members will be made available upon request or as required. All announcements will be repeated in French, as well all clients will be afforded their rights to communicate in French or English.
9. A scribe will be assigned to each POU Commander.

¹ There may be variations in policies and standard operating protocol across the participating police forces which may be under circumstances be superseded under the direction of the Critical Incident Commander, POU Commander, or any police officer with authority to direct the POU operation.

POU Rules of Engagement – Decision Matrix

10. See **annex 1 POU Rules of Engagement – Decision Matrix** for use of force events. All POU Commanders shall be fluent in the POU Rules of Engagement.

Command and Control

11. The overall Event Commander (**command post**) for this operation will be A/Supt. Rob Bernier and or delegate. A Critical Incident Commander will be assigned with the POUs on the ground for weapons, hostage...etc incidents, and take command of critical incidents.
12. The overarching Operational **Command Post** POU Commander will be A/S/Sgt Avery Flanagan and or delegate. See **annex 2 POU Command Plan**.
13. Each service will provide a Liaison POU Commander who will act as a liaison to the Operational **Command Post** POU Commander. Emergency Response Teams (ERT)/Tactical Unit will have a liaison in the **Command Post**.
14. Individual POUs will be under the tactical direction of a Tactical POU Commander.
15. ERT/Tactical Units will be under direction of a ERT/Tactical Unit Commander.

III. Authorities

16. Mischief – Section 430(4)(c) C.C.
17. Counselling to Commit Mischief – Section 22 & 22(1) C.C.
18. Attempt to Commit Mischief – Section 463 C.C.
19. Conspiracy to Commit Mischief – Section 465(1)(c) C.C.
20. Intimidation – Section 423(1)(g) C.C.
21. Obstruct a Peace Officer – Section 129 C.C.
22. Breach of the peace – Section 31(1) C.C.
23. Disobeying Order of the Court – Section 127(1) C.C.
24. Dangerous operation of a motor vehicle – Section 320.13
25. Operating a motor vehicle while impaired – Section 320.14(1)(a)
26. Provincial Offences Act/Highway Traffic Act/Liquor Offences

27. Emergency Management and Civil Protection Act (EMPCA) – Emergency Measures Regulations – ***Practically speaking the enforcement of the EMPCA is an exercise in ticketing. An officer may not resort to the criminal offence of obstructing a police officer under the EMPCA regulations. One may ticket an individual under the EMPCA after an arrest of a criminal code offence (mischief) and removal from the scene. EMPCA may be used with the goal of dispersing the crowd through ticketing and removing property.***

- a. It is an offence for a person to impede access to, or egress from, “critical infrastructure”, or otherwise to assist in such interference (s. 2, O/Reg 71/22).
- b. It is an offence to impede access to, or egress from, a highway or bridge where such impediment interferes with economic activity or otherwise interferes with public safety (s. 3, O/Reg 71/22).
- c. Police has the power to order persons to stop any ongoing contravention of the sections, and to disperse, and also to remove any object used in the contravention; and person who are so directed have a duty to comply (s.4 O/Reg 71/22).

28. Ottawa Court Injunction, City of Ottawa and Persons Unknown, February 14, 2022, court file no. CV-22-88569:

- a. Open Air Fire By-law 2004-163.
- b. Fireworks By-law 2003-237.
- c. Noise By-law 2017-255.
- d. Use and Care of Roads By-law 2003-498.
- e. Idling Control By-law 2007-266.
- f. Physically preventing, impeding, restricting or in any way physically interfering with, or counselling others to impede, restrict or in any way physical interfere with, another person’s compliance with this order.
- g. Threatening, harassing or intimidating the applicant’s employees, servants, agents or other persons engaged in the administration or enforcement of municipal by-laws.
- h. Physically interfering with or counselling others to physically interfere with the performance by the application of its obligations under the Municipal Act, 2001 and its contractual relationships with its employees, servants, agents or other persons having business with the applicant.

IV. Situation

Summary - Freedom Convoy Demonstration

29. A large-scale illegal occupation and blockade (labelled as the “Freedom Convoy”) began in the National Capital Region on January 28, 2022, and since then, similar illegal activities have occurred across the country. These illegal blockades were in BC, AB, MB, and ON. The illegal blockades have been taking place over high-traffic areas and border crossings.
30. Participants in these illegal activities have established ongoing blockades in the Ottawa downtown core, noticeably adjacent to Parliament Hill. A pattern has emerged with respect to crowd size, as the number of participants in these illegal activities significantly increases on the weekends.
31. On February 15, 2022, the Governor in Council (Privy Council) has declared a public order emergency pursuant to subsection 17(1) of the *Emergencies Act* to assist the efforts to end the ongoing illegal occupations and blockades in Ottawa and at Ports of Entry (POEs) across Canada.

Area of Operations

32. As of February 16, 2022, there are 10 road blockages or gathering points of trucks, motor vehicles, tents and other structures, and protesters².
33. The 10 blockades locations are in the area of:
 1. **Nicolas St**, (Waller St to the north, Laurier Ave to the south)
 2. **Rideau St and Sussex Dr Area** (Rideau St between Nicholas St and Mackenzie Ave) (Colonel By Dr/Sussex Dr between Daly and George St)
 3. **Wellington St and paralleling Sparks St & Queens St**, (Elgin St to the east, Bay Street to the west)
 4. **Metcalfe St** (Queen St to the north, Nepean St to the south)
 5. **O'Connor St** (Queen St to the north, Albert St to the south) & Albert St between Bank St and O'Connor St)
 6. **Bank St** (Queen St to the north, Albert St to the south) & Albert St between Bank St and Kent St
 7. **Kent St** (Queen St to the North, Albert St to the south) & Albert St between Kent St and Lyon St
 8. **Lyon St** (Queen St to the north, Nepean St to the south)

² There are a variety of motor vehicles including semi trucks, campers, passenger vehicles ...etc.

- 8. **Bay St** and Sparks St Area (Bay St between Wellington St and Sparks St) (Sparks St west of Bay St curbing into Bronson Ave south to Albert St)
- 10. **SJAM** (Sir John A Macdonald Parkway)
- 11. **RCGT Park** (Raymond Chabot Grant Thornton Park at 302 Coventry Rd)

V. Mission

- 34. To ensure the removal of protesters in the area of the blockades in relation to the "Freedom Convoy 2022"; this will be achieved by securing, isolating and evacuating persons within the designated blockade zones. To ensure the safe detention and arrests of any participants taken into custody. Ensure public and police safety.

VI. Execution

Concept of Operations

- 35. At the designated time, ingress and egress routes surrounding the downtown core will be locked down according to the Master Ops plan/Containment plan.
- 36. The Event Commander will ensure POU teams (and assigned support units: Police Liaison Teams (PLT), Tactical/ERT, EMRT/Medics, Hand Off Teams (HOT) & Evidence Gathering Teams (EGT)) assigned to the 11 designated protest sites are ready and will order the POUs to concurrently (or individually as the situation dictates) commence the POU operation.
- 37. Takedown of each location to commence in phases as dictated by the Critical Incident Commander:
 - 1. **Nicolas St**, (Waller St to the north, Laurier Ave to the south)
 - 2. **Rideau St and Sussex Dr Area** (Rideau St between Nicholas St and Mackenzie Ave) (Colonel By Dr/Sussex Dr between Daly and George St)
 - 3. **Wellington St and paralleling Sparks St & Queens St**, (Elgin St to the east, Bay Street to the west)
 - 4. **Metcalfe St** (Queen St to the north, Nepean St to the south)
 - 5. **O'Connor St** (Queen St to the north, Albert St to the south) & Albert St between Bank St and O'Connor St)
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See overarching **annex 3 Phase Execution Plan** and **annex 4 (Nicholas St), 5 (Wellington St), 6 (SJAM), 7 (RCGT) individual Phase Plans.**

Long Range Acoustic Device (LRAD)

38. A LRAD will be used at the discretion of the command post commanders. The anticipated messaging will be³:

- a. You must leave
- b. You will be arrested
- c. Anyone found within the zone will be arrested
- d. Vous devez partir
- e. Vous serez arrêté
- f. Toute personne trouvée dans la zone sera arrêté

39. PLT or POU will ask pedestrians to leave the identified areas, in a designated direction, or be arrested. Non-compliant demonstrators that choose not to leave will be arrested.

Vehicle Approaches

40. Vehicles will be approached by the POUs with an ongoing risk assessment. **Action on vehicles will commence according to the follow scenarios.**

- a. **Unoccupied vehicle appears clear**
 - i. Visually clear the vehicle and area free of protesters move on.
- b. **Occupied unlocked vehicle non-compliant occupant**
 - i. Remove, willing to leave let go. Refusal arrest the party.
- c. **Occupied locked vehicle compliant occupant**
 - i. Ask them to leave, collect their information and will contact them when their vehicle is able to be moved or picked up. If they refuse, arrest.
- d. **Occupied locked vehicle with non-compliant occupant**
 - i. Push past and move armored vehicle in front of vehicle if possible. Tactical will come up and deal with vehicle. Keep moving, if tactical

³ The final messaging may change at time of deployment

not available will hold if vehicle is not immobile. Once deemed immobile will continue to push.

e. Occupied locked vehicle with non-compliant occupant with other occupants

- i. Push past and move armored vehicle in front of vehicle if possible. Tactical will deal with vehicle (see tactical plan). Keep moving, if tactical not available will hold if vehicle is not immobile. Once deemed immobile will continue to push.

41. Action on armed (firearm, knife, impact weapon, incendiary... etc) suspect:

- a. Armed POU will engage according to their training. ERT/Tactical Units will respond according.
- b. Unarmed POU will seek cover and request ERT/Tactical Units, suspicious persons shall be identified and if possible ERT/Tactical Units will be notified in advance of approaching suspicious persons.

42. Arrests and Evidence

- a. In the event a POU member needs to effect an arrest, the POU member will verbally arrest the suspect. An OPS Hand Off Team (HOT) will be requested at scene to take conduct of the arrestee(s) in accordance with the **OPS Detention and Investigative Plan for a Proposed Mass Arrest**. An Evidence Gathering Team (EGT) may be requested as required.
 - i. **POU will advise HOT member of their name, badge number and the reason for detention or arrest.**
 - ii. **HOT member will take a photo of the arresting POU member and the arrestee.**
 - iii. **Notes to be taken as soon as practical.**
- b. In the event of a mid-sized (2-10) arrest, arrested persons will be moved away from the scene and a hand off location for the HOT will be identified. Multiple HOT and EGT will be requested.
- c. In the event of a mass (10-100+) arrest the same protocols will apply for a mid-sized arrest. In addition, all arrested persons will be removed from the arrest location and moved to a secondary area – either cells or secondary processing site.

43. Children and pets

- a. Lost, found, abandoned, arrestee's children will be escorted to a safe area and a HOT requested to take carriage.

- b. Pets will be secured in a vehicle or structure if safe and a HOT will be requested to contact the appropriate services, or, pets will be taken to a safe area and secured for the HOT.
- 44. All person(s) and animal(s) taken into the custody by a POU member will be responsible for that person(s) and animal(s) until the carriage is handed over to a HOT.
- 45. Emergency Response Teams/Tactical Units/Hostage Negotiators will act according to their SOP's to provide over watch and support to POUs and to ensure the safety of the public⁴ and police. See **annex 8 Tactical SMEAC – Freedom Convoy**.
- 46. Vehicle, Structure, and Obstruction Removal will occur when the area is safe and as dictated by the POU commander.
 - a. See **annex 9 Combined Service ORT (Obstruction Removal Team) plan**.
- 47. Quick Response Teams (QRT) will be requested and deployed as required.

Medical, Fire, Chemical Biological Radiological Nuclear Explosive (CBRNE) Plan

- 48. Fire and Paramedic resources attached to POU will follow the POU team at a safe distance.
 - * Request forwarded for Ambulance and paramedics with enough numbers and skills to cover the operational period, a total of 4 ambulances staged to support the operation.
- 49. **Action on injured POU/police/support/prisoners see annex 10 POU Medical Emergency Plan.**

Medical support will:

- a. Be available to all deployed POUs with the ability to extract injured members and provided first aid.
- b. Depending on the type and severity of the injury, provided transport and medical aid to POU members at a safe location.
- c. Provide evacuation plans to designated hospitals, depending upon the nature of the injury, burns and or major trauma may go to different facilities.
- d. Medical services are available to both police and any injured parties.
- e. Should either a police officer or a prisoner require medical aid the nature

⁴ Public, in this document, includes all pedestrians and occupants of vehicles in the area.

of the event must be documented.

- f. Should either a police officer or a prisoner require medical aid the injured party will be escorted by a police officer to the hospital until relieved by member care parties.
- g. HOT members will be requested to take carriage of injured public.

50. Action on CBRN contaminated POU/police/support see annex 11 Ottawa Fire Services Plan which includes CBRN decontamination for police/support.

51. Action on fires, Fire Suppression Units assigned to POU's with backpack mounted extinguishers will engage smaller fires. Larger fires will require Ottawa Fire Services. See **annex 11 Ottawa Fire Services Plan.**

*Request to Ottawa Fire Services was forwarded to provide the assets identified in the annexed Ottawa Fire Services Plan.

Access to City Hall parking garage.

OC bus and driver to move personnel between line and decon facility

Backup clothing uniforms/Tyvek suits/towels etc for contaminated individuals

2x city trucks with sand and operators

2x police soft hat to provide security for decon

52. Action on CBRN contaminated public request Ottawa CBRNE Task Force.

53. In the event of a suspected CBRNE or CBRNE dispersion device the POU Commander will be notified and all POU vehicle/pedestrian clearing operations will cease. All persons including police will be evacuated as safely as possible. There is a possibility that occupants of vehicles may not vacate their vehicles, in this event POU will ensure that the occupants be warned of the potential CBRNE numerous times prior to disengaging from the area due to officer safety. The Explosives Disposal Unit/CBRNE team will be requested and a safety perimeter will be established according to EDU/CBRNEs recommendation. A hot zone, and a cold zone will be established.

VII. Administration and Communications

54. Uniform / Equipment: The majority of POU members will be initially deployed in Soft Tac Level 1, High Visibility Public Order Vest with name tag affixed to it with embroidered Velcro name tag, and issued MK-9 or Cold Fire.

- a. Two reserve POU teams will be in "hard hat" level 4, full protection, standing by at designated locations according to each Phase.

- b. All POU's may resort to "hard hat" level 4, full protection, at the discretion of the Event Commander/Operational POU Commander.

55. Weapons availability, designated members with the appropriate training shall carry the following:

- a. 4 x 37mm ARWEN (rubber baton round)- standard and reduced energy
- b. C/S Gas:
 - Jet Lite hand launched grenade
 - CS Muzzle blast
- c. O/C:
 - Instantaneous Flameless expulsion hand launched grenade
 - MK-9 canisters
- d. Smoke
 - Jet Lite white smoke hand launched Grenade
- e. POU plastic batons (24") and shields
- f. CEW (Conducted Energy Weapon)

56. Fire Suppressant Capability

- a. 65 x 13.5 oz personal Cold Fire Canisters
- b. 6 x vehicle mounted 1.5L Cold Fire extinguisher
- c. FSU equipped with Cold Fire backpack reservoirs and 2 x 200 ft of hose that can be hooked up to standard hydrant.

57. Out of Province Public Order Units -will deploy and utilize the standard operating procedures from their respective services (however they must adhere to the provided Rules of Engagement Decision Matrix).

58. Meals and Wellness⁵:

- a. Meals and liquids will be provided as required by logistical support members for all personnel while involved in this operation.
- b. The Event Commander/Operational POU Commander/Tactical POU Commanders must ensure proper rest for POU/ERT/Tactical members. Down rooms must be identified prior to deployment. Tentative down rooms subject to change: 131 Queen St, 50 Rideau St (Rideau Centre Mall).

59. Vehicles:

- a. Each POU service will have assign team vehicles.

⁵ As per collective agreements.

- b. Special Constable will have Prisoner Transport Vehicles

60. Radio Communications:

- a. Command Net for POU: ESU 1
- b. Each Service: Simplex
- c. In the event of radio issues, each individual POU team will have a common radio channel.